

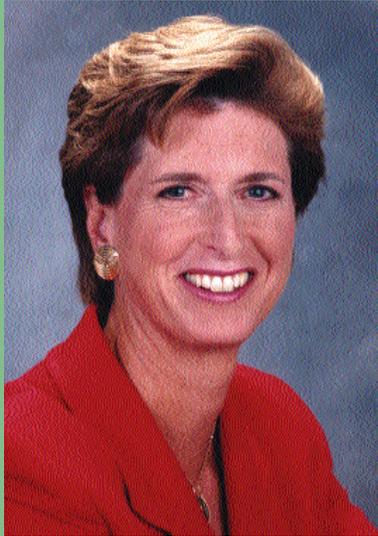
WHAT A DIFFERENCE A STATE PLAN MAKES!



A CITIZEN'S GUIDE

*TO THE
NEW JERSEY STATE DEVELOPMENT AND REDEVELOPMENT PLAN*

1999/2000



Dear New Jersey Citizen:

New Jersey's historic initiative to preserve 1 million acres of open space over the next 10 years will allow our children and grandchildren to enjoy our state's fields, forests, and farms for all time. However, keeping the garden in the Garden State is only part of the solution.

Saving farmland and open space requires better designing and smarter planning of our cities, towns, and suburban areas. We need to encourage smart growth of the land that is to be developed as well as the redevelopment of our existing cities, towns, and brownfield sites.

The State Development and Redevelopment Plan provides the blueprint for smart growth. The Citizen's Guide was created to help more clearly explain the State Plan and to engage you in the process of updating and improving the plan.

The 1997 Reexamination Report and Preliminary State Development and Redevelopment Plan represents the State Planning Commission's first update of the New Jersey State Plan since its adoption in 1992. In March 1999, the Commission approved an Interim Plan. An independent assessment of the fiscal, social, and environmental impacts of the Interim Plan will be conducted before final adoption of the new State Plan in the year 2000.

I invite you to participate in the process to refine the State Plan, as well as to shape local and regional plans. Whether you are an elected or appointed official, a business person or a concerned citizen, your opinion matters.

I fully support the State Plan and have directed my cabinet to use the plan to promote our mutual goals. Many counties and local governments are using the State Plan in updating their own master plans and land-use policies. Working together I believe we will produce the best State Plan possible -- one that promises to improve the quality of life for all New Jerseyans.

Yours sincerely,

A handwritten signature in black ink, appearing to read "Christine Whitman". The signature is fluid and cursive.

Christine Todd Whitman
Governor

WHAT A DIFFERENCE A STATE PLAN MAKES!

A CITIZEN'S GUIDE TO THE NEW JERSEY STATE DEVELOPMENT AND REDEVELOPMENT PLAN

To all readers:

This guide can help you better understand the New Jersey State Development and Redevelopment Plan, the blueprint for smart growth in the Garden State. You will also find information on how citizens can get involved in the state planning process. The State Planning Commission expects to adopt a new, improved State Plan in the first half of 2000. The State Plan can be found on the Internet at www.state.nj.us/osp/. We welcome your comments.

*Jane M. Kenny
Commissioner, Department of Community Affairs*

*Joseph J. Maraziti Jr.
Chairman, State Planning Commission*



THE STATE PLAN

Inspires

...with a vision of the State's future which can be shared by all citizens and by all levels of government.

Leads

...by identifying the paths we must follow and the tools we will need in our journey to this future.

Balances

...by recommending fair and equitable ways to spread the benefits and costs of growth to meet the special needs and interests of all groups.

Coordinates

...by providing a single text to which we all can turn for guidance in making growth and development decisions.

Why A State Plan?

During the last few decades, New Jersey saw many jobs created, and housing built throughout the state. Yet the side effects of this growth were dis-



turbing - housing became unaffordable to many, highway congestion worsened, transit deteriorated, farms and open spaces were lost and cities declined.

In addition, the New Jersey Supreme Court required that a statewide plan be put into place to ensure that affordable housing was available in the right locations without compromising our

environment or economy.



Yet the State, which required municipalities to have master plans, did not have a comprehensive plan of its own to guide its investments, programs or regulations. The

legislature acted to fill this void by adopting the State Planning Act in 1985 (NJSA 52:18A-196 et seq.).

Why The State Plan Is Important

An independent study that looked at potential impacts by the year 2010 concluded that the State Plan would be good for New Jersey.¹

During the cross-acceptance process, the current State Plan will continue to be in force and implemented.

¹Rutgers University Center for Urban Policy Research, 1992

The State Plan helps us save tax dollars. For instance, by using the State Plan:

- ✓ municipalities and school districts can save over \$380 million in annual operating costs, and
- ✓ towns, counties and the State can save \$1.44 billion in the capital costs of schools, roads, sewers and water supply.

It's our tax dollars at stake.

The State Plan helps us save land:

- ✓ 175,000 acres, including
 - 30,000 acres of frail environmental lands, and
 - 44,000 acres of agricultural land.

Land that otherwise would be gobbled up by sprawl development. It doesn't have to be that way.

The State Plan promotes a sound economy:

- ✓ projections for the full amount of growth in jobs and income will be met, and
- ✓ housing will be more affordable, with more choices in type, location and cost.

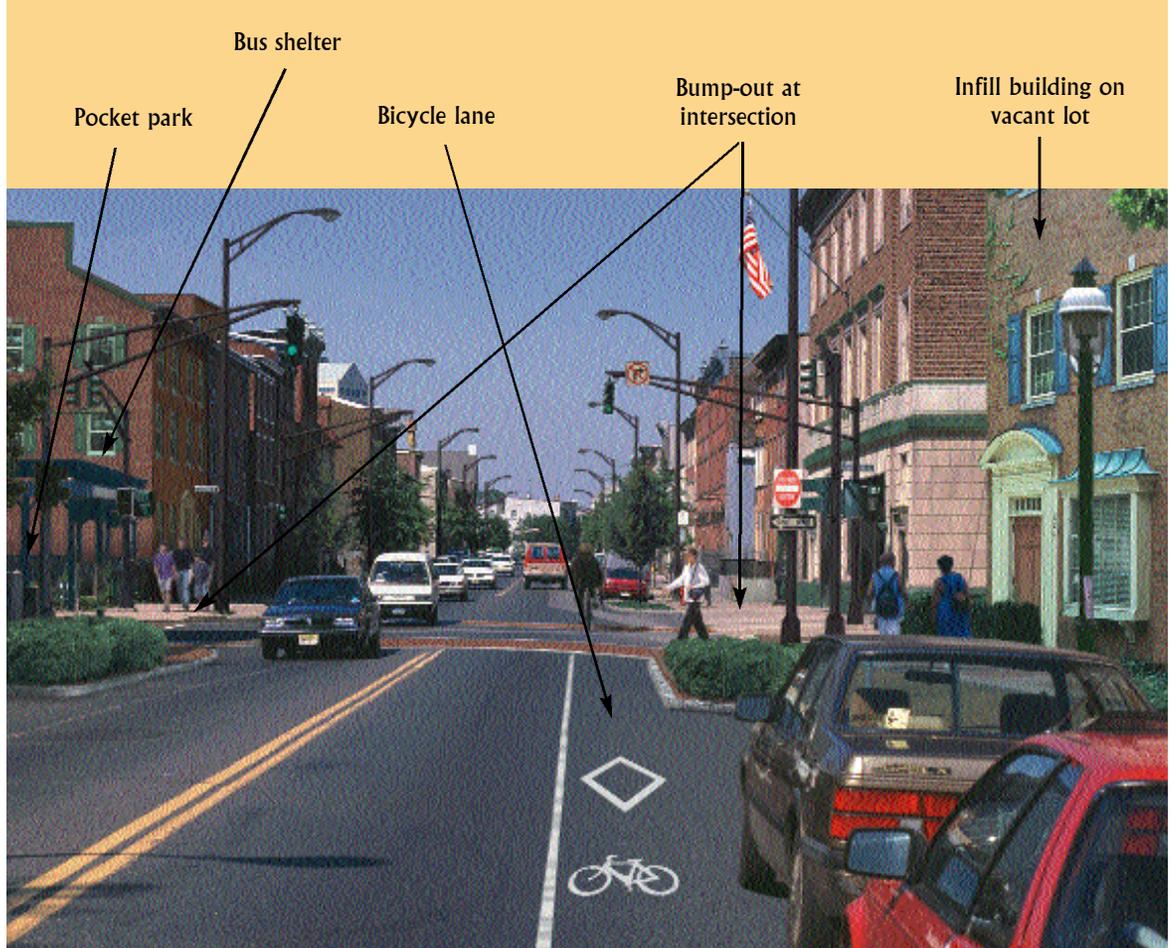
We can have good jobs, a clean environment and decent housing. The State Plan successfully balances these worthy, albeit sometimes competing goals.

In sum, the State Plan is important to all of us. But it is up to us to make it happen.



Neighborhood Revitalization

The State Plan recognizes that selective improvements to the physical environment of our urban areas can be instrumental in enhancing quality of life and promoting neighborhood revitalization. In this photo-simulation, an urban street (left) is transformed — with the addition of traffic calming devices, a bicycle lane, a bus shelter and other measures — into a more functional and congenial environment for pedestrians, cyclists and transit users (below). The planting of additional street trees and ground level vegetation helps soften the urban environment. Infill housing on vacant lots signifies neighborhood reinvestment.





What N.J. Can Look Like

Communities of Place is the title of the State Plan because it provides a vision of what New Jersey can be. Dynamic, diverse, efficient and compact communities that provide a wide choice of jobs, housing, shopping and recreation.

Places where we can live, work, shop and play. Places where you can raise your children and share in your grandchildren's lives. Places that we

are proud to call home.

Places that remain in our memory long after we have left. A state where cities are vibrant, and suburbs are affordable and in close proximity. A state where town and country are distinct from the suburban sprawl that has characterized too much of New Jersey over the last few decades. Cities, towns, villages and hamlets surrounded by permanently protected farms, open space or other natural resources.

The New Jersey of the twenty-first cen-

tury is in many ways here today. We just have to see the possibilities and plan for the realities.



How The State Plan Was Developed

Citizen participation was important to writing and adopting the State Development and Redevelopment Plan. From 1986 through 1992, people from throughout New Jersey attended meetings, sent

letters and answered surveys. Their ideas and suggestions guaranteed that this State Plan is visionary, yet achievable.

Mayors, freeholders, planning board members, legislators and other public officials participated in the first cross-acceptance process to compare the draft Plan with their plans, and provided comments for consideration.



“New Jerseyans support planning. They know that without it, we surrender our future to little more than the random will of those who stand to reap short-term benefits at the expense of New Jersey’s long-term well-being.”

Governor Christine Todd Whitman

State and regional agencies also told the Commission how to improve the



Plan. It was the largest effort of its kind in the country.

The Commission also sought out

builders, developers, farmers, property owners, environmentalists, community representatives, corporate and small business leaders, and others in the private sector. Their input was important to a workable plan.

What The State Plan Says

Quite simply, the State Plan is a *doc* -

ument and a *process* that sets out an approach to achieving goals that New Jersey residents share:

- ✓ revitalize our cities and towns,
- ✓ protect our environment and our natural, cultural,



- historic, scenic, open space and recreational resources,
- ✓ ensure adequate housing at a reasonable cost,
- ✓ promote beneficial economic growth, and
- ✓ provide adequate public services and facilities at a reasonable cost.

To achieve these goals requires effective planning for the future.

Communities of Place are:

Dynamic

...offering a variety of lifestyles, job opportunities, cultural and recreational activities, and shopping conveniences;

Diverse

...where new residents can choose among reasonably-priced single family homes, townhouses and apartments - including rental and condominium units;

Compact

...with employment, residential, shopping and recreational opportunities; group or public transportation nearby; and environs or clear edges that define community; and,

Efficient

...because they are in municipalities and counties that maintain up-to-date master plans and cooperate with other governments in the provision of water, sanitary sewage services, solid waste disposal, public transportation services and other expensive public services.

Natural systems in many urban areas have long been overlooked — streams and canals have been forced into culverts and paved over, wetlands have been filled and floodplains have been developed. The State Plan encourages the reclamation of natural systems — which provide cost-effective mechanisms for improving water quality and managing stormwater runoff — as well as for their amenity value. In this photo-simulation, a section of historic canal flows underneath a parking lot (right). Reclamation of the canal provides recreational opportunities in a dense urban neighborhood and creates an amenity that in turn attracts infill housing and spurs neighborhood reinvestment (below).



Parking is maintained on a portion of the lot Reclaimed canal

Path along canal banks

Small public open space

New infill housing



The State Plan seeks to achieve these goals in ways that are sustainable - that is, meeting the needs of citizens today without compromising our ability to provide for future generations of New Jerseyans. The Interim Plan elaborates on this by promoting a number of key concepts.

These concepts begin with the belief that effective long range planning, actively inventing our future, is an essential to achieving these goals.

This planning must:

- ✓ be based on informed and vigorous public participation;
- ✓ be based on partnerships with the government and private sector,

recognizing that planning issues often go beyond political borders;

- ✓ be fair and equitable in its recommendations to all that are affected;
- ✓ take into account the capacity of our air, land and water, public facilities and the cost of public services;
- ✓ be action oriented with public investment, programs and regulations based on these plans; and
- ✓ account for all the costs of our actions - direct or indirect.

A planning process that incorporates these approaches prevents problems from arising. We know that it's more effective and less

expensive to prevent existing communities (particularly urban centers) from declining, rather than watching them deteriorate and revitalizing them later.

We also know that we should keep our air, water and land pure now, rather than clean them up later; and reduce the need to travel long distances now, rather than build more roads later.

Our efforts - both development and redevelopment - at shaping our cities, towns, villages and neighborhoods must be focused on creating and maintaining diverse, compact, human scale communities, *Communities of Place*.

To prevent sprawl,

centers in less developed parts of New Jersey should ensure boundaries between town and country, focus development and redevelopment inside those boundaries, and be surrounded by permanently preserved farmland, open space and other natural resources.

Greenbelts protect centers and greenways connect them to each other.

Nature and natural systems - our rivers, air, natural habitats, ground water, wetlands and stream corridors - should be protected and man-



aged both within and outside of centers to benefit all New Jersey residents.



How The State Plan Applies These Ideas

The State Plan promotes the vision of “communities of place” in two ways.

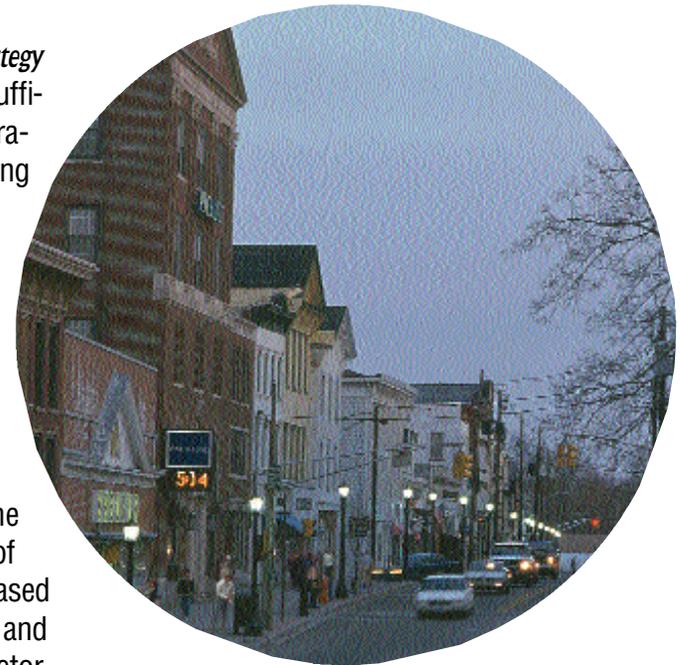
First, there are 8 statewide goals - and strategies to achieve each goal - as well as general policies that apply statewide.

For example, we can meet the *goal* of providing adequate housing at a rea-

sonable cost through a *strategy* that locates sufficient concentrations of housing near jobs, reduces its cost through financial assistance and regulatory streamlining, and encourages the participation of community based organizations and the private sector.

Over 300 policies covering 18 different categories provide more specifics.

Secondly, the State Plan recognizes that solving problems requires different approaches in urban, suburban, rural and environmentally sensitive areas of the State.





Trend Development

Trend Development— in less developed areas, current trends continue to create additional sprawl development. A disjointed pattern of residential subdivisions, disconnected strip malls and low density office parks is costly to service and consumes most open space. More traffic, more pollution, higher housing costs and a lower quality of life will result.

Planned Development – Growth consistent with the State Plan is just as robust as under trend conditions, but is concentrated around existing or new centers. Large contiguous areas of farmland or other open space form a greenbelt surrounding these centers. Beneficial economic growth, including appropriately scaled retail shops, offices and a variety of housing choices, can be found within a compact community.



Planned Development

These areas (called *planning areas*) have been mapped with widespread public participation. Each plan-



ning area has common natural or man-made characteristics, such as densities, sewer or water lines, farmland, or environmentally sensitive features.

Within these planning areas, development is recom-

mended to be concentrated in compact centers, with healthy neighborhoods or open land surrounding these centers to form a greenbelt.

How The Plan Is Implemented

The State Planning Act does not require the plan to be used in specific ways by government (except in developing the State's capital budget recommendations and affordable housing allocations).

The Plan works best when State, county and local officials, the private sector and citizens such as yourself work together to achieve our common goals.

Since the plan was adopted, government leadership and citizen participation have occurred.

With the support of Governor Whitman, state agencies are changing their plans, investments, programs and regulations to more directly support the goals of the State Plan.



In fact, many state aid programs now give priority consideration to communities that follow the State Plan.

PLANNING AREAS

Metropolitan

...Stabilize and revitalize communities, modernize infrastructure, and redesign areas of sprawl

Suburban

...Promote much of the new statewide growth in centers and redesign areas of sprawl

Fringe

...Accommodate growth in centers and keep environs largely open

Rural

...Protect large areas of farmland and accommodate growth in centers

Environmentally Sensitive

...Protect environmental features, including large areas of open space, and accommodate growth in centers

At the local level, dozens of communities are incorporating policies into their plans and ordinances to make them more consistent with the State Plan.

Builders and developers, corporate leaders and small business people are seeking out land in areas that are consistent with the State Plan for growth, and working with officials on all levels of government in partnership to create places we are proud of.

Housing and commercial space can be built faster and at a lower cost as a result of more predictable decision-making.

It is good to keep in mind that the State Plan was never intended as a 'quick fix' for the variety of problems currently faced by New Jerseyans. The State Plan is a long-term effort that measures its successes incrementally, step-by-step.

With a good percentage of New Jersey already developed, much needs to be done to revamp or restructure current and past development to fit within the Plan's guidelines for "Communities of Place." Yet a commitment to that long-term effort will benefit us along the way.

The journey toward full implementation of the Plan may not always be an easy one — change takes time and

patience. Like the successful effort in recent years to recycle, though, the results may be just around the corner, and more successful than anyone dared dream.

The end result will be a New Jersey distinguished by prosperity, promise and potential...a New Jersey the rest of the country will look up to and emulate.



CENTERS

Urban

...generally the largest centers, offering the most diverse mix of industry, commerce, services, residences and cultural facilities

Regional

...a compact mix of residential, commercial and public uses, serving a large surrounding area and developed at an intensity that makes public transportation feasible

Town

...traditional centers of commerce or government throughout the State, with diverse residential neighborhoods served by a mixed-use core offering locally-oriented goods and services

Village

...primarily mixed-residential places that offer a small core with limited public facilities, consumer services and community activities

Hamlet

...small-scale compact residential settlements organized around a community focal point, such as a house of worship, luncheonette, small park or a civic building

How We Measure Our Progress in Achieving State Plan Goals

No plan would be effective without a way to determine its success. Without indicators of progress, there would be no way to gauge whether implementing certain strategies are helping or hindering the achievement of certain goals.

The State Planning Commission proposes that sixteen key *indicators* be monitored to evaluate the effectiveness of the State Plan.

These indicators will measure how the Plan:

- ✓ strengthens the economy, producing jobs, reasonably priced housing and commercial development;

- ✓ reduces the level of distress among our most impoverished cities and towns;
- ✓ protects the environment and conserves natural resources, including land, water, air, and energy;
- ✓ maintains our public services, increases opportunities for transit and reduces congestion;
- ✓ guides develop-

- ment and redevelopment to existing places or to new Centers;
- ✓ redesigns areas of sprawl; and
- ✓ coordinates plans, regulations, investments and programs on all levels of government.

Suburban Redevelopment



Existing Conditions

Abandoned or underperforming shopping centers offer opportunities to retrofit our suburbs into more humane and efficient environments. Where appropriate, the State Plan encourages the transformation of single-purpose facilities into mixed-use Centers. In this photo-simulation, a vacant retail strip facing a vast parking lot is returned to the tax rolls and transformed into a vibrant, mixed-use environment, initially through the

addition of second- and third-story housing over the original building, with retail and services remaining on the ground floor; and later with the construction of a second mixed-use building front, on part of the former parking lot, creating a traditional street and a lively streetscape. The phased approach is responsive to market realities. Parking is provided along the new street, in the back, or in a deck.

Upper level apartments are added over the original structure

New sidewalks and street trees

Curbside parking is allowed

Retail and services remain on ground floor

Parking lot remains



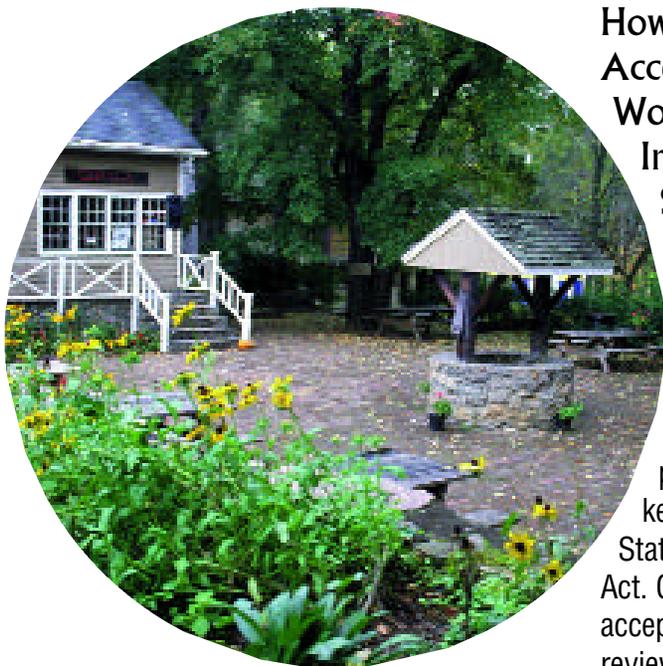
Stage 1 - Redevelopment of Building

New, traditional streets

New mixed-use buildings built on part of former parking lot



Stage 2 - Redevelopment of Parking Lot



How Cross-Acceptance Works to Improve the State Plan

A comprehensive review of the State Plan is conducted periodically, in keeping with the State Planning Act. Called “cross-acceptance,” this review allows citizens, state and local officials, legislators, planners, businesses, and private and non-profit entities to get involved and offer input.

The State Planning process is an opportunity for citizens to see if these are the right measures of progress, to help the State Planning Commission establish targets for some of these indicators, and to begin to think about creating better ways of measuring progress at the local level.

The New Jersey State Plan was developed to be adaptable to changing circumstances and factors -- it is not written in stone, impervious to the needs and

concerns of the citizens it serves.

The State Plan goes through the cross-acceptance process every three years following the adoption or re-adoption of the Plan, when any interested indi-



vidual, town, county or state agency can request or recommend changes in the goals, strategies and policies.

These proposed changes, along with the fundamental structure of the State Plan, comprise the Preliminary Plan. The Preliminary Plan was released

in June 1997. Since then, there have been more than 40 public meetings, from Sussex to Cape May. More than 200 public comments were submitted, in addition to nearly 400 issues negotiated by county and local committees in sessions with the State Planning Commission and the Office of State Planning.

On March 31, 1999, the State Planning Commission approved a new and improved version of the blueprint for smart growth in New Jersey. This Interim



Plan is a more comprehensive, more up-to-date and more useable plan for shaping what kind of state, county and city, suburb or town in which we want to live, work, play and raise our families. The Interim Plan is a vision for a New Jersey that grows smart. An independent assessment of the fiscal, social and environmental impacts of the Interim Plan and a series of public hearings will be conducted in all 21 counties before final adoption of the New State Plan in the year 2000. While this is a time-consuming exercise, it helps ensure that plans will reflect the desires of our citizens and local officials.

Cross-Acceptance & You

Public meetings have been held to encourage comments regarding the proposed changes to the current State Plan.

During the cross-acceptance process, the Plan is being compared to local and regional plans, regulations and programs.

During this process, the current State Plan will continue to be in force and implemented.

The Commission is working with local representatives to reach agreement on changes to the State Plan or to local plans. Final resolution will occur after public hearings with the adoption of the next State Plan.

This unique process ensures that New Jersey's State Plan accurately reflects your needs and concerns, and those of your neighbors and community leaders.

Governor Whitman charged the Commission in 1996 as it began the periodic review to refine the Plan in the spirit of the ancient expression, "It is a bad plan that admits of no modifications."

Moreover, she encouraged the Commission to build upon the foundation of the current Plan and embrace its basic tenets. In preparation for

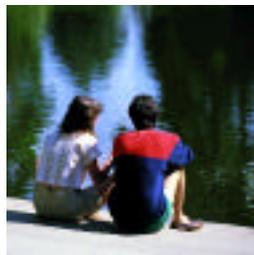


this, the State Planning Commission:

- ✓ held ten Listening to New Jersey Town Meetings from Cape May to Liberty (Warren County),
- ✓ surveyed every municipality and received meaningful input, and

- ✓ provided other opportunities for comment on the adopted plan, as well as various drafts of the Preliminary Plan.

The Commission worked with staff and the public to analyze current trends and look at projections for growth through the



year 2020.

A Reexamination Report was drafted, similar to those done by local planning boards before adopting a new Master Plan.

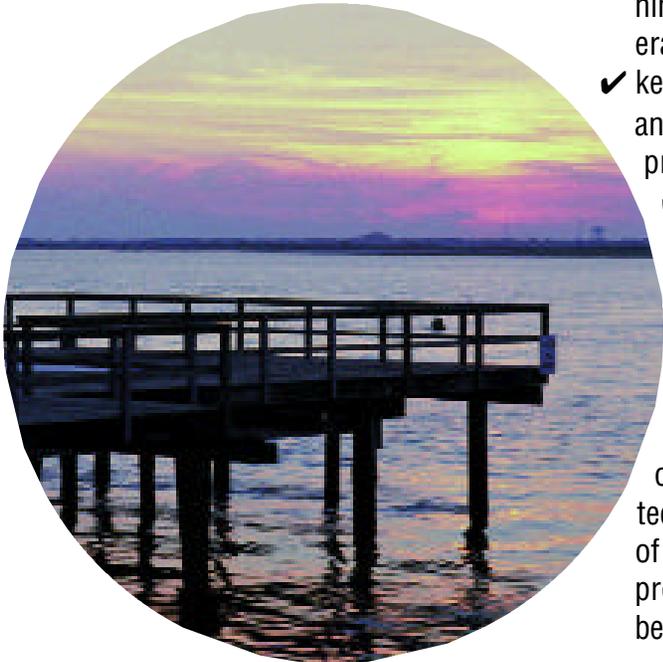
The Reexamination Report provided the Commission with information on:

- ✓ the types of changes that have occurred since the State Planning Act became law in 1986 and since

the State Plan was adopted in 1992,

- ✓ the effects of these changes on the goals and policies of the State Plan, and
- ✓ proposed responses of the State Plan to these changes.

After a year and a half of preparation, the Commission approved the Reexamination Report and Preliminary Plan to begin cross-acceptance.



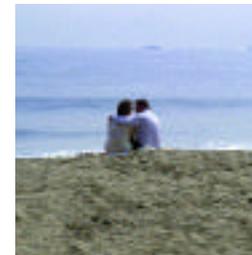
New Features in the State Plan

Among the new features first outlined in the Preliminary Plan and carried forward in the Interim Plan are:

- ✓ a vision of the State in the year 2020,
- ✓ policies to strengthen regional planning and cooperation,
- ✓ key concepts and indicators of progress,
 - ✓ policies to improve the design of our communities,
 - ✓ policies and guidance on how to protect the environs of centers and promote green-belts,
- ✓ recommendations for redesigning areas of sprawl into mixed-use, vibrant areas,
- ✓ incorporation of the concept of 'sustainability' in many policies - that is - ensuring that actions we take today do not adversely harm future generations, and
- ✓ ways to better implement the State Plan.
- ✓ Greater detail is provided regarding the way growth should be promoted in the Metropolitan and Suburban Planning Areas, as well as accommodated in Centers in the Fringe, Rural and Environmentally Sensitive Planning Areas.

The State Plan Map reflects the actions of the Commission since the adoption of the Plan in 1992:

- ✓ over sixty municipalities were designated as centers or as having endorsed plans. Some planning areas changes have been made, as well, to better reflect existing conditions.



How You Can Get Involved

It also takes your participation to make it happen. By periodically drafting, revising and adopt-

ing the State Plan through a cross-acceptance process that is participatory and inclusionary, the State Planning Commission is ensuring that tomorrow's New Jersey is even better than today's.

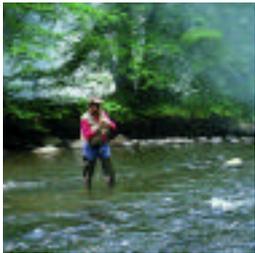
There are a number of ways you can get involved.

Come to a meeting hosted by the State Planning Commission or the County Planning Board, and find out what state and county plans say about the future.

Participate in organizations that work to shape the State Plan or use the Plan in private sector development decisions.

Contact the Office of State Planning with any questions or comments.

If you're a local official, urge the planning board and governing body to discuss in detail what the State Plan says and how it compares to your local plan.



The process for cross-acceptance is listed on the next page. The State Planning Commission recognizes that only a collaborative approach that involves all levels of government and the private sector

will produce a plan that we can all call our own.

This is not 'top-down' or 'bottom-up'. Rather, it is a partnership that will produce a consensus for future action.

Who To Contact For More Info

For more information, please contact the Office of State Planning. You may write to 33 West State Street, P.O. Box 204, Trenton, New Jersey, 08625-0204.

Or you may call (609) 292-7156. OSP has a toll-free information line for an up-to-date list of upcoming meetings (1-800-522-0129).

There are a number of documents related to the State Plan that are available from the Office of State Planning, or may be found at county or municipal planning offices.



Communities of Place: The New Jersey State Development and Redevelopment Plan (June 1992) is the current, adopted State Plan. *The Reexamination Report and Preliminary Plan* (1997) is available as is an Executive Summary. *The Interim Plan* (March 31, 1999)

adopted by the State Planning Commission, which is being subjected to an impact assessment, is also available.

The Cross-Acceptance Manual discusses the process to review and revise the Plan.

Technical documents related to State Plan indicators and design are also available.

And, a CD-ROM that includes many of these documents and other supporting material may be obtained from the Office.

In addition, for your convenience, the Commission and staff are now on-line.

The Cross-Acceptance Process

Comparison Phase

Counties and Municipalities compare their policies and regulations with the Preliminary Plan and identify inconsistencies. Each County issues a report on their findings and recommendations.

Negotiation Phase

The State Planning Commission reviews reports and mapping revisions and will negotiate changes to the Preliminary Plan with counties and municipalities at public sessions. An Interim Plan is approved, based on the results of these negotiations.

Impact Assessment

An independent Impact Assessment is conducted on the Interim Plan.

Final Review Phase

The Commission conducts at-least six public hearings on the Plan, other related documents. After the last of these hearings, the cross-acceptance process ends.

Adoption of the Plan

Following the completion of the Final Review Phase, the Commission will consider revisions to the Interim Plan for adoption as the second State Development and Redevelopment Plan.



“OSPnet” is the home page on the World Wide Web. The internet address is www.state.nj.us/osp/.

Here, you can find

everything related to the State Plan, including the Plan, Commission and staff listings, newsletters and technical memos, and the ability to e-mail comments.

Your participation and input would be greatly appreciated.

Please take this opportunity to join

with us in building a bright and prosperous future for New Jersey.

Thank You.



Credits

- Juan Ayala – Visual Simulations*
- The New Jersey State Photography Lab*
- Andree’ Jannette – Editorial Services*
- Anna Murphey, The New Jersey Herald*
- Regional Plan Association / Dodson Associates*

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